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UNCLAS SECTION 02 OF 04 ROME 006146

SIPDIS

FROM U.S. MISSION IN ROME
AMEMBASSY KAMPALA FOR AMBASSADOR KOLKER AND USAID DIRECTOR
MOORE

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USAID FOR ADMINISTRATOR NATSIOS, AA/DCHA WINTER, DCHA/D/FFP
LLANDIS, USAID/GLOBAL/HEALTH, DCHA/OFDA BMCCONNELL
STATE FOR IO A/S HOLMES, A/S PRM DEWEY, A/S AFR KANSTEINER,
AF/E
USDA/FAS FOR U/S PENN, MCHAMBLISS, RTILSWORTH AND LREICH
NSC FOR JWDORKEN

E.O. 12958: N/A

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SUBJECT: DEEPENING HUMANITARIAN CRISIS - "THE ANGUISH OF
NORTHERN UGANDA"
HARVESTED IN JANUARY, HAVE BEEN LOST, INCREASING THE
DEPENDENCY ON ASSISTANCE FROM OUTSIDE.

17. DESPITE THE ON GOING DELIVERY OF HUMANITARIAN ASSISTANCE
INCLUDING FOOD CONVOYS PROTECTED BY THE UGANDAN ARMY
ORGANIZED BY WFP, THE OVERALL PICTURE IN THE PROTECTED
VILLAGES IS ONE OF SEVERE DESTITUTION, WITH POPULATIONS
REDUCED TO DEPENDENCY, IDLENESS AND DEBILITATING
UNCERTAINTY. THE POPULATIONS OF THE IDP CAMPS ARE TIGHTLY
PACKED TOGETHER, OFTEN WITH ONLY AN ARM'S LENGTH BETWEEN
HOUSES. (A WALK THROUGH ALERO CAMP REVEALED THAT PERSONAL
ASSETS ARE INDEED MEAGER.)

18. PRESENTLY, THE ABILITY OF DISTRICT AUTHORITIES AND NON-
GOVERNMENTAL (NGO) ORGANIZATIONS TO DELIVER SERVICES AND
ASSISTANCE TO THESE VILLAGES/CAMPS IS SEVERELY LIMITED. MANY
CAMP SCHOOLS ARE EFFECTIVELY CLOSED BECAUSE PARENTS ARE
AFRAID THAT THE REBELS WILL RAID THE SCHOOLS AND KIDNAP
THEIR CHILDREN. NOTE: REPORTEDLY, OVER THE YEARS, THE LRA
HAS ABDUCTED MORE THAN 14,000 CHILDREN. END NOTE.

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19. ON PAST OCCASIONS THE INTERNATIONAL COMMUNITY HAS
COMMENTED CRITICALLY ON THE LESS THAN ADEQUATE CONDITIONS OF
THE DISPLACED CAMPS IN THE ACHOLI REGION. IN THE USAID-
COMMISSIONED GERSONY REPORT ("THE ANGUISH OF NORTHERN
UGANDA" - AUGUST 1997), THE AUTHOR CONCLUDED: "IN SUM, THE
GULU-PROTECTED VILLAGES HAVE CAUSED SIGNIFICANT ECONOMIC
LOSSES, [ARE] INADEQUATELY ORGANIZED AND HAVE INCREASED
DISAFFECTION FROM THE GOVERNMENT AT A TIME WHEN PUBLIC
SUPPORT FOR THE INSURGENTS WAS AT ITS LOWEST EBB. THE
PROTECTED VILLAGE POLICY MERITS SERIOUS RE-EVALUATION AND
SHOULD BE PHASED OUT AS QUICKLY AS POSSIBLE."

THE LRA - WHAT ARE THEY?

10. THE LRA HAS, AT THE VERY LEAST, MANY OF THE ATTRIBUTES
OF A TERRORIST ORGANIZATION: IT LACKS ANY CLEARLY FORMULATED
POLITICAL OBJECTIVE, IT TENDS TO AVOID DIRECT CONTACT WITH
OPPOSING ARMED FORCES, AND ITS HOLD ON THE PEOPLE OF THE
REGION DERIVES DIRECTLY FROM THE TERROR IT INSPIRES. BY
TARGETING CIVILIANS ALMOST EXCLUSIVELY, THE LRA WOULD APPEAR
TO FIT THE CLASSIC TERRORIST DEFINITION.

ESCALATING NUMBERS OF INTERNALLY DISPLACED IN NORTHERN
UGANDA

11. ACCORDING TO WFP/UGANDA, THE FOLLOWING POPULATIONS ARE
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LIVING IN IDP CAMPS IN THE 3 DISTRICTS: GULU, 385,000 (33
CAMPS); KITGUM, 116,000 (7 CAMPS); PADER, UP TO 271,000 (20
CAMPS). TOTAL 772,000. NOTE: THE NUMBERS FOR PADER HAVE NOT
BEEN VERIFIED; WFP RECEIVED A LETTER FROM UGANDA'S OFFICE OF
THE PRIME MINISTER DATED NOVEMBER 11 REQUESTING URGENT
ASSISTANCE FOR 19 NEW CAMPS IN PADER DISTRICT TO ASSIST
204,780 NEWLY DISPLACED. MOREOVER, SEVERAL SOURCES TOLD THE
TEAM IN GULU THAT "EVERY TRADING CENTER IN PADER HAS BECOME
AN IDP CAMP." END NOTE. 47,000 IDPS ARE PRESENTLY REPORTED
TO HAVE SOUGHT REFUGE IN LIRA MUNICIPALITY AND APACH
DISTRICT. IF THE SITUATION WORSENS IN PADER, THERE IS
POTENTIAL FOR FURTHER MOVEMENT INTO THESE ADJACENT
DISTRICTS.

12. WFP'S CURRENT NUMBERS ARE HIGHER THAN THE NOVEMBER
ESTIMATES OF 735,000 MADE BY DISTRICT AUTHORITIES, THE GOU
AND HUMANITARIAN AGENCIES, AND CONSIDERABLY HIGHER THAN THE
2003 WFP IDP PLANNING FIGURE OF 494,457 (CONTAINED IN THE
WFP PROTRACTED RELIEF AND RECOVERY OPERATION APPROVED IN
FEBRUARY 2002). MOREOVER, WFP FOOD NEEDS ASSESSMENTS FOR
THESE DISTRICTS ARE AT THE MOMENT ON HOLD DUE TO INSECURITY.

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ACTION AID-00

INFO	LOG-00	AF-00	CIAE-00	DODE-00	WHA-00	SRPP-00	EB-00
	EUR-00	UTED-00	VC-00	H-01	TEDE-00	INR-00	IO-00
	L-00	VCE-00	AC-01	NSAE-00	NSCE-00	OES-00	OIC-02
	OMB-01	PA-00	PM-00	PRS-00	ACE-00	P-00	SP-00
	SS-00	STR-00	TEST-00	TRSE-00	T-00	USIE-00	PMB-00
	PRM-00	DRL-02	G-00	SAS-00	/007W		

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P 271540Z DEC 02
FM AMEMBASSY ROME
TO AMEMBASSY KAMPALA PRIORITY
SECSTATE WASHDC PRIORITY 7502
USDA FAS WASHDC PRIORITY 2467
INFO AMEMBASSY NAIROBI
AMEMBASSY DAR ES SALAAM
AMEMBASSY KIGALI
AMEMBASSY KINSHASA
AMEMBASSY OTTAWA
EU MEMBER STATES COLLECTIVE
USEU BRUSSELS 3033
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LLANDIS, USAID/GLOBAL/HEALTH, DCHA/OFDA BMCCONNELL
STATE FOR IO A/S HOLMES, A/S PRM DEWEY, A/S AFR KANSTEINER,
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E.O. 12958: N/A

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SUBJECT: DEEPENING HUMANITARIAN CRISIS - "THE ANGUISH OF
NORTHERN UGANDA"

REFUGEE POPULATIONS IN UGANDA

¶13. ALTHOUGH NOT A MAJOR FOCUS OF THIS VISIT, WFP HAS A CASELOAD OF BOTH SUDANESE (165,930 PERSONS LIVING IN 62 SETTLEMENTS IN FIVE DISTRICTS) AND RWANDESE/CONGOLESE (27,055 PERSONS LIVING IN FOUR SETTLEMENTS IN THREE DISTRICTS). THE ONLY DURABLE SOLUTION TO THE REFUGEE PROBLEM IN UGANDA IS CESSATION OF HOSTILITIES IN COUNTRIES OF ORIGIN (SOUTHERN SUDAN, RWANDA AND DRC), REPATRIATION AND RESETTLEMENT. THE INTERMEDIATE SOLUTION FOR REFUGEE SELF-RELIANCE IN UGANDA RELATES TO THE QUALITY AND QUANTITY OF LAND ALLOCATED TO REFUGEES, INCOME ACQUISITION STRATEGIES AND OTHER COPING MECHANISMS.

CONCLUSIONS AND RECOMMENDATIONS
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¶14. THERE IS A DEEPENING HUMANITARIAN CRISIS IN NORTHERN UGANDA AND INCREASED NATIONAL AND INTERNATIONAL ATTENTION IS NEEDED TO PREVENT STARVATION, ALLEVIATE SUFFERING AND PROTECT THE WELFARE OF DISPLACED PERSONS, PARTICULARLY CHILDREN.

¶15. GOU NEEDS TO FURTHER ENHANCE ITS EFFORTS TO ENSURE THE SAFE AND CONTINUOUS DELIVERY OF RELIEF SUPPLIES AND SERVICES TO NEEDY POPULATIONS IN THE REGION. (EMBASSY HAS CONSISTENTLY RAISED THIS MATTER WITH THE GOU.) ONE SPECIFIC SUGGESTION WOULD BE GOU REPAIR/MAINTENANCE OF THE LIRA-KITGUM ROAD, WHICH HAS APPARENTLY DETERIORATED OVER THE RECENT RAINY SEASON.

¶16. GOU SHOULD PRIORITIZE A TRANSITIONAL FRAMEWORK TO MEET IDP NEEDS, INVOLVING BOTH ASSET BUILDING AND ACCUMULATION FOR THIS TARGET POPULATION.

¶17. WHILE RECOGNIZING SECURITY CONSTRAINTS, A NUTRITION SURVEILLANCE SYSTEM NEEDS TO BE PUT IN PLACE BY THE UN (WORKING WITH NGOS AS APPROPRIATE) TO TRACK TRENDS IN NUTRITIONAL STATUS, FOOD SECURITY AND RELATED ISSUES. SPECIFIC ATTENTION MAY BE PAID TO MONITORING THE NUTRITIONAL STATUS OF CHILDREN UNDER FIVE AND CRUDE MORTALITY RATE (CMR). WFP AND ITS PRINCIPAL IMPLEMENTING PARTNER NORWEGIAN REFUGEE COUNCIL ARE REQUESTED TO RECOMMENCE POST-DISTRIBUTION MONITORING WHEREVER POSSIBLE. OTHER NGOS WHERE APPROPRIATE SHOULD BE ENCOURAGED TO ACCOMPANY WFP PROTECTED CONVOYS.

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¶18. WITH ESCALATING BENEFICIARY NUMBERS IN THE NORTHERN DISTRICTS, GOU IS ENCOURAGED TO STEP UP ITS OWN FOOD CONTRIBUTIONS TO WFP. (EMBASSY HAS ALREADY RAISED THIS WITH THE GOU.)

¶19. GIVEN THAT THE EXTANT WFP/PRRO WAS APPROVED IN FEBRUARY 2002, WFP NEEDS TO IMMEDIATELY RE-WRITE PARTS OF THE PRRO TO REFLECT THE NEW REALITIES ON THE GROUND. GIVEN THE STREAMLINING OF ITS TRANSPORT ARRANGEMENTS FROM MOMBASSA, THE PRESENT LTSH (LANDSIDE TRANSPORT, STORAGE AND HANDLING)

RATE OF USD 167/METRIC TON (OF WHICH USD 95 IS IN-COUNTRY)
NEEDS REVIEW AGAINST ACTUALS AND PROBABLE DOWNWARD
ADJUSTMENT.

120. USAID/FFP NEEDS TO PRIORITIZE FOOD ALLOCATIONS FOR THE
WFP UGANDA PRRO AND GIVEN THE PIPELINE BREAK (FROM DECEMBER
2002-JUNE 2003 THE SHORTFALL IS PROJECTED AT 39,815 METRIC
TONS, WITH 70 PERCENT RATIONS DELIVERED ON AVERAGE SINCE
LATE OCTOBER DUE TO LACK OF FOOD), STATE/PRM MAY WISH TO
CONSIDER A CASH CONTRIBUTION IN THE RANGE OF USD ONE
MILLION.

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ACTION AID-00

INFO	LOG-00	AF-00	CIAE-00	DODE-00	WHA-00	SRPP-00	EB-00
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	L-00	VCE-00	AC-01	NSAE-00	NSCE-00	OES-00	OIC-02
	OMB-01	PA-00	PM-00	PRS-00	ACE-00	P-00	SP-00
	SS-00	STR-00	TEST-00	TRSE-00	T-00	USIE-00	PMB-00
	PRM-00	DRL-02	G-00	SAS-00	/007W		
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P 271540Z DEC 02
FM AMEMBASSY ROME
TO AMEMBASSY KAMPALA PRIORITY
SECSTATE WASHDC PRIORITY 7503
USDA FAS WASHDC PRIORITY 2468
INFO AMEMBASSY NAIROBI
AMEMBASSY DAR ES SALAAM
AMEMBASSY KIGALI
AMEMBASSY KINSHASA
AMEMBASSY OTTAWA
EU MEMBER STATES COLLECTIVE
USEU BRUSSELS 3034
USMISSION GENEVA
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121. WITH THE EXCEPTION OF WFP, THE UN'S INVOLVEMENT IN THE
NORTH IS MARGINAL. GIVEN THE COMPLEXITY, MAGNITUDE AND
FLUIDITY OF THE SITUATION, THE UN'S OFFICE FOR THE
COORDINATION OF HUMANITARIAN AFFAIRS (OCHA) NEEDS TO APPOINT
AN EXPERIENCED HEAD OF OFFICE FOR THIS OPERATION.

122. THE UN IS ENCOURAGED, IN THE APPOINTMENT OF THE NEXT
UNDP RESIDENT REPRESENTATIVE, TO SELECT SOMEONE WITH SOLID
HUMANITARIAN EXPERIENCE.

123. THE INTERNATIONAL COMMUNITY SHOULD CONTINUE TO
VIGOROUSLY CONDEMN THE ABDUCTION OF CHILDREN BY THE LRA, AND
URGE THE IMMEDIATE RELEASE OF ALL CHILD SOLDIERS AND
CHILDREN AFFILIATED WITH COMBATANTS IN THE REGION. THIS WILL
NECESSARILY INCLUDE INCREASING FINANCIAL SUPPORT FOR
DEMOBILIZATION AND REHABILITATION PROGRAMS FOR CHILD
SOLDIERS, WITH ADEQUATE RESOURCES PROVIDED FOR PROGRAM
MONITORING AND IMPLEMENTATION. LOCAL NGOS (SUCH AS GULU
SUPPORT THE CHILDREN ORGANIZATION - GUSCO), CARITAS, AND THE
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UGANDAN RED CROSS WOULD WELCOME ADDITIONAL SUPPORT.

124. FAO NEEDS TO REESTABLISH AN EMERGENCY SEEDS AND TOOLS
PRESENCE IN THE NORTHERN REGION.

125. WFP AND ITS SISTER UN AGENCIES SHOULD INTENSIFY DIALOGUE
WITH THE INTERNATIONAL FEDERATION OF RED CROSS/RED CRESCENT
(IFRC) RELATED TO FURTHER STRENGTHENING OF THE UGANDAN RED
CROSS IN HUMANITARIAN OUTREACH.

126. WFP SHOULD CONTINUE TO SUPPORT THE PROMOTION OF WOMEN TO
POSITIONS OF LEADERSHIP, AND PARTICULARLY THEIR
PARTICIPATION IN LOCAL MANAGEMENT COMMITTEES. INFORMATION
CAMPAIGNS ON THE RIGHTS OF WOMEN ARE STRONGLY ENCOURAGED.

127. WFP LOCAL COMMODITY PROCUREMENT (87,548 MTS OF CEREALS,
PULSES AND BLENDED FOODS IN 2001-2002, VALUED AT USD 16.3
MILLION) IS LAUDABLE, AND WITH A WIDER DONOR BASE, COULD BE
FURTHER EXPANDED.

128. FINALLY, THE EFFORTS OF THE ACHOLI RELIGIOUS LEADERS
PEACE INITIATIVE (ARPLI) MERIT CONTINUING REVIEW. CATHOLIC
ARCHBISHOP JOHN BAPTIST ODAMA OF GULU (WITH WHOM THE TEAM
MET) IS A POWERFUL VOICE FOR PEACE BUILDING AND
RECONCILIATION THROUGHOUT THE NORTH.

129. MINIMIZE CONSIDERED. HALL

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ACTION AID-00

INFO	LOG-00	AF-00	CIAE-00	DODE-00	WHA-00	SRPP-00	EB-00
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	L-00	VCE-00	AC-01	NSAE-00	NSCE-00	OES-00	OIC-02
	OMB-01	PA-00	PM-00	PRS-00	ACE-00	P-00	SP-00
	SS-00	STR-00	TEST-00	TRSE-00	T-00	USIE-00	PMB-00
	PRM-00	DRL-02	G-00	SAS-00	/007W		

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P 271540Z DEC 02
FM AMEMBASSY ROME
TO AMEMBASSY KAMPALA PRIORITY
SECSTATE WASHDC PRIORITY 7500
USDA FAS WASHDC PRIORITY 2465
INFO AMEMBASSY NAIROBI
AMEMBASSY DAR ES SALAAM
AMEMBASSY KIGALI
AMEMBASSY KINSHASA
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SUBJECT: DEEPENING HUMANITARIAN CRISIS - "THE ANGUISH OF
NORTHERN UGANDA"

REF: (A) KAMPALA 3065

SUMMARY

1. USMISSION/ROME HUMANITARIAN ATTACHE VISITED UGANDA
DECEMBER 18-23, AND TRAVELED IN GULU DISTRICT IN THE
NORTHERN REGION. SERIOUS INSECURITY THROUGHOUT THE REGION
(GULU, KITGUM, LIRA AND PADER DISTRICTS) HAS LED TO THE
DISPLACEMENT OF APPROXIMATELY 735,000 PEOPLE INTO CONGESTED
SETTLEMENTS. THESE INTERNALLY DISPLACED PERSONS (IDPS) ARE
LARGELY DEPENDENT ON HUMANITARIAN AGENCIES (PARTICULARLY WFP
AND A HANDFUL OF NGOS) FOR A MAJOR PORTION OF THEIR FOOD AND
BASIC SERVICES. THERE IS GROWING CONCERN THAT CONTINUING
INSECURITY WILL NOT PERMIT IDPS ACCESS TO THEIR HOMES AND
FIELDS TO CULTIVATE FOOD IN THE MAJOR CROPPING SEASON WHICH
BEGINS IN MARCH 2003. END SUMMARY.

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BACKGROUND - "GOVERNMENT SAYS WAR IS UNDER CONTROL WHEN THE
REALITY IS THAT THE LOCAL SITUATION IS OUT OF CONTROL"
(NGO REPRESENTATIVE BASED IN GULU)

2. USMISSION/ROME HUMANITARIAN ATTACHE TIM LAVELLE VISITED
UGANDA DECEMBER 18-23 2002, AND TRAVELED WITH USAID FOOD FOR
PEACE OFFICERS WALTER WELZ AND BRIAN BACON, AND WORLD FOOD
PROGRAM STAFF (THE TRIP'S ABLE FACILITATOR) TO GULU DISTRICT
INCLUDING THE ALERO DISPLACED PERSONS CAMP (35 KILOMETERS
SOUTH WEST OF GULU, WHERE AN ESTIMATED 17,219 RESIDE).

3. IN MARCH 2002, THE GOU LAUNCHED A MASSIVE
COUNTERINSURGENCY MEASURE CALLED "IRON FIST" - TO SEARCH
OUT AND DESTROY LORD'S RESISTANCE ARMY (LRA) BASES. THIS HAS
UNEXPECTEDLY PROMPTED THE ENTRY OF AN ESTIMATED 2000-3000
LRA FORCES INTO UGANDA FROM SOUTHERN SUDAN, RESULTING IN
INTENSIFIED ATTACKS ON THE CIVIL POPULATIONS IN THE NORTHERN
REGION. AT PRESENT, PADER DISTRICT IS VIRTUALLY INACCESSIBLE
TO UN STAFF WHERE THIS MONTH A WFP FOOD CONVOY TRAVELING ON
THE LIRA-KITGUM ROAD NARROWLY ESCAPED AN AMBUSH. NOTE: THE
ECONOMIC COST TO THE NATION OF THE CONFLICT IN THE NORTH IS
REPORTEDLY ESTIMATED AT ABOUT USD 100 MILLION/ANNUUM, OR SOME
THREE PERCENT OF GDP.

THE "PROTECTED VILLAGE CONCEPT - "IPURO KI LWORO/YOU DIG
WITH FEAR"

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14. THE THREE DISTRICTS OF GULU, KITGUM AND PADER ARE HOME TO MOST OF THE ACHOLI PEOPLE OF UGANDA. "PROTECTED VILLAGES" WERE CREATED BY THE GOVERNMENT OF UGANDA (GOU) AS A MEANS OF ISOLATING THE CIVILIAN POPULATION FROM THE LRA WHILE REDUCING THE ABILITY OF THE REBEL FORCE TO STRENGTHEN ITSELF THROUGH LOOTING AND ABDUCTIONS AND PREVENTING THE LRA FROM RECEIVING ACTIVE ASSISTANCE FROM THE POPULATION.

15. IN GULU DISTRICT, THE ESTABLISHMENT OF THE VILLAGES FOLLOWED A DECISION BY THE MILITARY AUTHORITIES IN 1996. IN KITGUM/PADER, THE VILLAGES WERE MORE OFTEN ESTABLISHED AS A RESULT OF THE FLIGHT BY RURAL RESIDENTS FOLLOWING LRA ATTACKS IN 1995-97.

16. LIVING IN THE VILLAGES HAS DRAMATICALLY CHANGED THE LIVELIHOODS OF THE PEOPLE IN THE 3 DISTRICTS. UNTIL EARLY 2002, MANY HAD ACCESS TO THEIR LAND, WHICH ALLOWED THEM TO GROW SOME FOOD CROPS. WITH A RESURGENCE OF LRA ACTIVITIES IN APRIL, HOWEVER, HARVESTS OF MANY IDPS HAVE BEEN LOOTED, BURNT BY THE REBELS. MOREOVER, THE TIMING OF LRA ACTIVITIES INTERFERED WITH THE SECOND-SEASON CROPPING, (AUGUST-OCTOBER). CONSEQUENTLY, GAINS FROM LOCAL PRODUCTION, USUALLY

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